

Clay-Pigeon Draft

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The series of changes currently under way in the NIS Program, and the active assessment of possible additional changes, ~~are~~ continue~~ing~~ ^{or} the experience-guided evolution of the NIS over a span of more than 14 years.

This pattern of ~~understanding~~ evolutionary change has been for two-fold reasons. On the one hand the inter-agency NIS Committee has made numerous considered changes in ^{substantive} scope, detailed content, and format to keep the NIF responsive to user requirements. Other changes in NIS content, in selection out of more marginal units and other production scheduling aspects, and in processing and presentation methods, have been made in the effort to obtain the optimum NIS coverage ^{with} a level of production effort which in recent years has been progressively reduced by the competing demands on the Community's limited capabilities.

Individual users or ad hoc surveyors of the NIS are not likely to recognize the spectrum of significant changes which have evolved in NIS content and coverage. As far back as 1950 the categories of beaches and ports covered in the NIS were greatly increased in response to new nuclear-war-dispersal requirements. For its Health and Sanitation units the NIS took Community initiative in incorporating socio-economic and other factors which significantly broadened the traditional military medicine coverage. While certain users continued to stress need for

depth in research and published detail, the production of Chapter I's was accelerated as rapidly as contributor agency effort would permit to meet ~~numerous~~ expressed wide demand for these Briefs. Content as well as procedural changes have been made to reduce contributor effort, notably for Maintenance editions. For years the NIS has included, as permitted by source data and level of effort, an increasing amount of basic information on ~~all~~ the multiple aspects brought into focus by current counter-insurgency requirements.

The ~~most~~ constant in the evolutionary changes has been the basic NIS mission, sired by World War II experience but strongly substantiated by the subsequent course of world events. This mission remains the systematic, ~~non-~~^{cooperative} collaborative, and forehanded collection-analysis-production of encyclopedic intelligence on the basic and relatively stable characteristics of all foreign areas. The objective is, when critical situations develop, to have this evaluated intelligence in the hands of users who otherwise could be dependent on crash efforts with their recognized limitations. Particularly inasmuch as this NIS had been produced when the Mideast was not included among the high priorities of U.S. planners, a classic example of/^{the} value of the NIS was at the time of the 1958 Lebanon landings, when COMINCHFLEET cited the NIS as the most important single source of intelligence needed when U.S. forces were suddenly ordered into this action.

It is not widely understood that the accomplishment of this mission involves not only the production and publication of the printed NIS but an important NIS role in systematic field and other collection. There is a premium on collection while data can be obtained, which may not be the case when a critical situation develops. The NIS Outlines are a guide for NIS collection and increasingly for Army and other departmental

purposes; published NIS in the hands of field collectors show what headquarters knows and aids non-specialist collectors; drafts of NIS forwarded for field critique before publication are found to aid collection. It also is not fully recognized that both NIS and departmental needs are served by collection for NIS, and that the information screened down for publication in the NIS leaves a large body of source material which in the absence of NIS would in any event be sought for departmental purposes.

The present format and production procedures reflect study of such precedent as JANIS and ISIS, inter-agency views, feedback from a growing number and variety of Government activities as consumers, and practical NIS production experience. There is built-in flexibility. The individual Section of one of the eight topical chapters in addition to the Brief of a standard NIS (e.g. Section 42 - Characteristics of the People of Chapter IV - Sociological) has been established as the basic NIS unit in view of consumer usage and because the initial or revised Section can be produced as appropriate without awaiting occasion-or capability for producing other components of the full Chapter, for which a number of agencies may be contributors. Sections may, however, be merged into a consolidated Chapter, notable in the case of underdeveloped areas, or when warranted the topic may be treated only in Chapter I - Brief form. NIS biographical material on certain larger countries is now published on a looseleaf basis, but recurrent suggestions for general use of corrigendum or other looseleaf measures for revising more comprehensive revision is normally required, are among possibilities which the NIS Committee has carefully considered but found not feasible.

The production of more than 6,000 NIS units since the start of the program has been a considerable accomplishment under the circumstances which have obtained. It was the initial premise that NIS full world coverage could be completed in a matter of five years or less with correspondingly rapid revision to follow. Well before the impact of Korea on production it was evident that this result could not be achieved with substantive adequacy, or achieved in any event with the source materials and level of effort available. Despite the vigorous endorsement of the NIS by General Marshall as Secretary of Defense, military production of NIS was seriously reduced during the Korea phase, and shortly thereafter the staffing effects of Wristonizing and increasing diversion of CIA-funded NIS specialists in State to other State intelligence projects accounted for a decline in State contributions which continued until State production was terminated and reallocated to CIA in 1961.

The NIS Committee clearly recognized that these conditions made it impossible to rapidly complete full worldwide initial NIS coverage and concurrently to satisfy increasing user demand for more frequent Maintenance revision of printed NIS, many of which had been unrevised for ten years or more. Consequently in 1961 the Committee obtained USIB approval for a series of emergency measures. These included suspension of production on some 20 low priority areas, stopgap type coverage for some 30 newly emerging states and other underdeveloped areas, and further increased ~~selectivity~~ selectivity of topics and areas scheduled for Maintenance revision.

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Two subsequent developments, as noted in my Annual Report to Chairman USIB, have provided the basis for a more comprehensive current reorientation of NIS production than did the earlier emergency measures. The performance of the Research Division in OBI already has shown that under

CIA control NIS production can significantly exceed the former SRate rate, and substantial increase in NIS production effectiveness can be expected when former separate service contributions to the NIS are centralized in the Production Center of DIA. I have therefore proposed to DIA representatives with whom I have been consulting an OBI plan for NIS coverage with the following provisions:

Significant features of the plan

a. Chapter I, with coverage requirements now expanded to 115 areas, would be produced at the greatly increased rate of 30 per year.

b. Detailed supporting sections would be produced on a highly selective basis. Except for Sections 70 and 90, production of all Introduction sections would be suspended. Section 81, 82, and 83 coverage would be limited to bloc areas, and Sections 21 and 24 would be combined. Section 19 would be dropped from Chapter I.

c. Except for Sections 23 and 41, Chapter IX, and Ocean Areas, excluded from more accelerated production because of the nature of their content and the special problems involved in their production, a minimum 6-year maintenance cycle would be established for all NIS units. More rapid cycles for Chapter I ($2\frac{1}{2}$ - $4\frac{1}{2}$ years), Chapter VI (4-5 years), Chapters VIII ($2\frac{1}{2}$ years), and KP (2-5 years) would be provided.

Summary of recommendations

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d. Production would be suspended on some 22 NIS areas of low priority and little current strategic significance. For certain topics, NIS areas would be combined to gain maximum coverage per section effort.

Summary of requirements

- a. The plan established a total requirement of about 3,600 sections -- a considerable reduction from the original 5,000 section requirement. CIA and its supporting agencies would be responsible for about 2,300 sections; DIA's total requirement would be 1,300 sections.
- b. Planned accelerated rates of maintenance will call for an expansion in total ~~annual production~~ annual production to about 650 sections; this represents a 25% increase over the FY 63 scheduled commitment. The planned annual production rate for CIA and its supporting agencies is about 400 sections; DIA's share would be about 250 sections.
- c. It is anticipated that this essential increase in NIS production can be achieved, within present budgetary and manpower levels, through the production measures now being implemented and the more efficient centralized coordination and production control to be gained through the integration of the various NIS production staffs.

This plan can be ~~accomplished~~ accompanied by other changes which might be made in the NIS. For example, after careful consideration I am prepared to recommend to the NIS Committee that Chapter IX - Map and Chart Appraisal be suspended. It is possible that the detailed data now in Sections and Chapters might be published as Annexes to Chapters I, but consideration must be given to the fact that over 2,000,000 copies of Sections are now in the hands of users. The plan contemplates increased production of ~~new~~ consolidated Chapters (which might be termed Annexes) as one unit, but the problem of ~~revision~~ revision of certain portions imposes certain limitations. I am directing my staff to examine the possibility of typography and other changes in the covers of printed NIS which might have a constructive psychological impact on users, although

we have felt that the NIS has had a usefully authoritative appearance and I am mindful of the sustained success of the good gray New York Times. It is my basic belief, however, that implementation of the proposed production plan, with the full CIA production support which is essential per se and also in relation to the DIA level of effort, in itself not only will meet the more thoughtful criticisms of the present NIS but more importantly will begin a significant return toward the effective accomplishment of the established NIS mission.

One of the more exhaustive of the various surveys of the NIS was that of the Kirk Clark Task Force of the Hoover Commission in 1955, which resulted in this conclusion: "The NIS is an invaluable publication which provides the essential elements of basic intelligence on all areas of the world. While its production involves an extensive and expensive effort, all members of the intelligence community derive an immediate benefit from the contributions they make to it and profit from the final product. There always will be a continuing requirement for keeping this survey up to date." After five subsequent years which included new African and Near East Crises the Joint Staff in 1961 reached a comparable evaluation of the NIS as result of a survey of all unified and specified commands and principal DOD components which emphasized the military establishment's requirements for early completion of initial coverage and accelerated maintenance of substantially the entire NIS Program as presently constituted.

Presumably the final paper should not exceed 3 single-spaced pages